



City of Lincoln FY 2002 CAPER Executive Summary

DRAFT
Pending HUD final
approval of FY2002
CAPER

The overall goal of the City of Lincoln's Federally-funded community planning and development programs is the development of viable urban communities through the provision of decent housing, the provision of a suitable living environment, and the expansion of economic opportunities; principally for low- and moderate-income persons.

What's a CAPER?

It's an acronym for **Consolidated Annual Performance & Evaluation Report**, an annual report required by the U.S. Housing and Urban Development Department (HUD). It summarizes and evaluates activities funded through three federal grants:

- ◆ Community Development Block Grants (CDBG),
- ◆ HOME Investment Partnerships (HOME) and
- ◆ Emergency Shelter Grants (ESG).

In Lincoln, the Urban Development Department manages the CDBG, HOME and ESG funds received by the City, preparing all plans and reports required by HUD. The basic goals for these funds are to provide decent and affordable housing, a safe and suitable living environment, and expanded economic opportunities.

Plans as Evaluation Criteria

To use these federal funds, HUD requires a long-term plan called the **Consolidated Plan** and a short-term plan called the **Annual Action Plan**. Each CAPER evaluates Urban Development Department's progress towards meeting the goals and objectives of these plans.

Lincoln's **Consolidated Plan** identifies six priority uses for the federal funds:

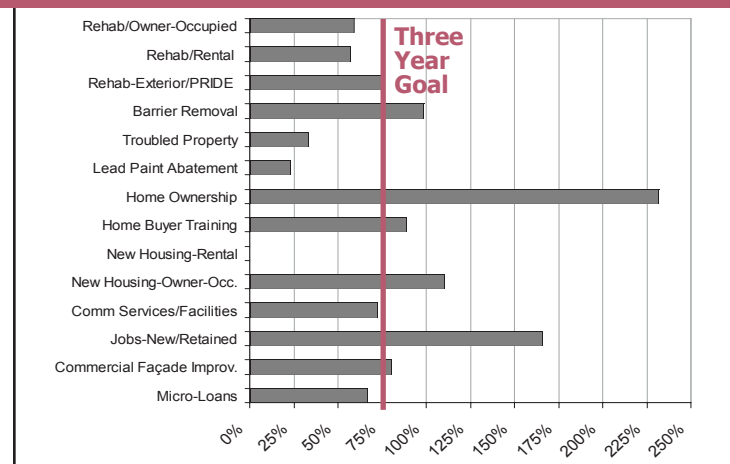
- ◆ housing,
- ◆ continuum of care (or homelessness issues),
- ◆ economic development,
- ◆ neighborhood revitalization,
- ◆ community services and facilities, and
- ◆ administration and planning.

For the **Fiscal Year 2002 Annual Action Plan**, over \$7,515,120 was available. Funds within each grant program included entitlement funding (new money received in 2002 from HUD), program income (money collected as loan repayments), and carry over (money that had not been disbursed from the previous year). Fiscal Year 2002 expenditures totaled \$5,206,918, or 69% of the total funds available. Funds committed for final payments not yet made accounted for the remaining funds.

Progress Meeting Goals

Overall, the City of Lincoln is on track towards meeting the four-year goals identified in the **Consolidated Plan**. Ideally, since 2002 is the third year of that plan, each goal would

Percent of Progress in Meeting Four Year Goals



have reached 75% of completion. As often happens with plans, some goals are ahead of schedule and others are behind schedule (*see table above*).

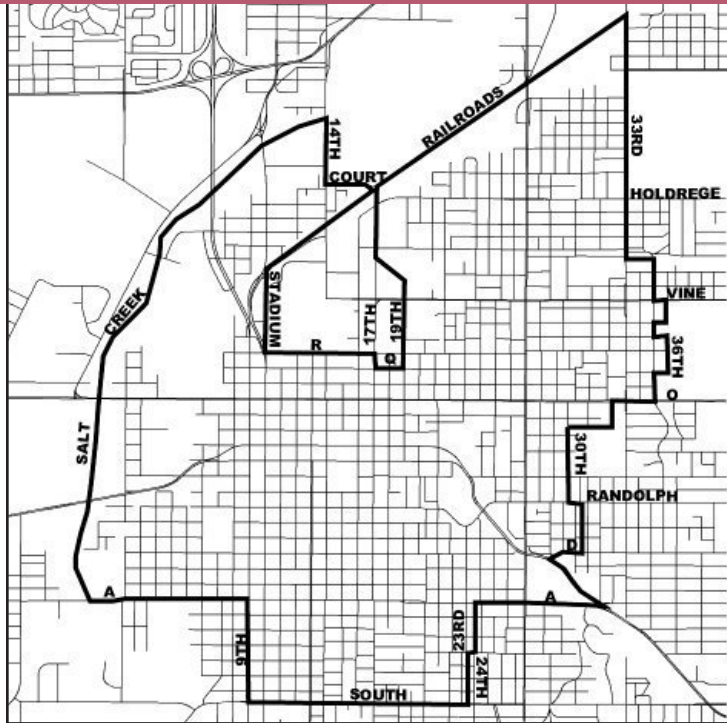
As shown in the table below, female- and minority-headed households benefitted from housing improvement and job creation programs. Home ownership programs were particularly successful in benefitting minority households. Slightly more than 20% of program participants were minorities.

Assistance to Minority- and Female-Headed Households

	Completed FY02	Minority	% Minority	Female HH	% Female HH
Owner Occupied Rehab	57	5	8.8%	25	43.9%
Emergency Repair	46	8	17.4%	29	63.0%
Rental Unit Rehab (Tenants)	26	3	11.5%	8	30.8%
Rental Unit New (Tenants)	0	0		0	
Home Ownership	64	14	21.9%	21	32.8%
Job Creation	191	22	11.5%	51	26.7%
Micro-Loans	17	4	23.5%	2	11.8%

To better accomplish the overall goals, the City, with HUD's approval, designated a **Neighborhood Revitalization Strategy Area** or **NRSA** (*see map on page 2*). The needs in this area are high, so strategies to reduce poverty and promote economic integration are focused in the NRSA. For example, while most housing rehabilitation loans are available citywide, grants are only available in the NRSA.

NRSA Boundaries



NRSA Benchmarks

Activity	Overall 4 Year Goal	NRSA 4 Year Goal	% Goal in NRSA	Actual NRSA 3 Year Total	% Actual in NRSA
Homeowner Rehabilitation	480 units	240 units	50%	103 units	43%
Investor Owner Rehabilitation	184 units	120 units	65%	86 units	72%
Minor Exterior Repair of Housing	520 units	494 units	95%	314 units	64%
First Time Home Buyer Assistance	100 households	60 households	60%	31 households	52%
Jobs Created	138 FTE's	69 FTE's	50%	61 FTE's	88%
Commercial Building Façade Improvements	16 buildings	8 buildings	50%	13 buildings	162%
Neighborhood Retail and Service Development	4 projects	4 projects	100%	0 projects	0%

Housing and Homelessness

Housing

The housing goals of the **Consolidated Plan** are to promote safe and decent housing with fair access, create home ownership opportunities, and help make public housing policy and institutions more responsive. In Fiscal Year 2002, Urban Development's accomplishments included:

- ◆ Serving 268 households through various **housing rehabilitation programs** for very low- and low-income homeowners and investors renting to low-income tenants.
- ◆ Providing 16 low-to-moderate income (LMI) households with funds to install **modifications that overcame accessibility barriers** for handicapped family members.
- ◆ Providing 9 LMI households with funds to offset costs of federally-required **lead-based paint abatement**.
- ◆ Providing **first-time home buyer training** to 188 participants through Neighborhoods, Inc., 13.8% of whom were from minority populations.
- ◆ Promoting **home ownership** and economic integration in NRSA and non-NRSA neighborhoods by assisting 64 eligible home buyers with the down payment for their first home through programs administered by Neighborhoods, Inc.
- ◆ **Acquiring 3 dilapidated** houses that were resold to first-time home buyers after complete repair or demolition and new construction through Neighborhoods, Inc.
- ◆ Partnering with Nebraska Housing Resource, a nonprofit home builder, and Neighborhoods, Inc. to construct **3 new owner-occupied units**.
- ◆ **Acquiring 5 vacant lots for new housing** to be constructed by Lincoln Habitat for Humanity.
- ◆ Analyzing **Home Mortgage Disclosure Act (HMDA) data** and interviewing local service organizations to improve Lincoln's Analysis of Impediments to Fair Housing (AI). The AI identifies barriers that limit a person's housing choices and recommends ways to remove barriers and increase housing opportunities.



A homeowner in the Woods Park neighborhood has restored and improved this 1900's house. The Direct and Deferred Loan Program was one of the financial tools used.



A homeowner in the Meadowlane neighborhood used a HILP loan to convert a garage into an entry area and family room.





A loan through the Investor-Owner Program helped improve this house in the Clinton Neighborhood.



Homelessness and Continuum of Care

The Consolidated Plan homelessness goals span a Continuum of Care; including prevention, emergency shelter, transitional housing, and permanent supportive housing services. The additional goal of strong, supportive institutions and

policies impacts all aspects of the Continuum. Additional funds for these goals are provided through the Nebraska Homeless Assistance Trust Funds (NHATF). In Fiscal Year 2002, Urban Development used the combination of ESG and NHATF funds to provide:

- ◆ Direct **financial assistance with rent or utility bills** to 113 households, averaging \$160 per household, to prevent eviction or utility shut-off – through Lincoln Action Program (LAP).
- ◆ **Security deposit assistance** to 47 homeless or near-homeless households with Section 8 certificates – through Lincoln Housing Authority (LHA).
- ◆ Emergency facilities including **overnight shelter and/or meals**, for 2,081 persons – through Matt Talbot Kitchen, People's City Mission, Friendship Home, and Cedars Youth Services.
- ◆ **Day shelter** facilities for 9,740 adults and case management for 235 adults – through DayWatch.
- ◆ **Transitional housing** for 126 individuals and 6 families – through Fresh Start, Houses of Hope, and United Methodist Ministries.

In addition, Urban Development staff:

- ◆ Assisted with monthly **Continuum of Care** meetings to improve partnerships and eliminate duplication of services for homeless populations.
- ◆ Participated in the **Community Services Implementation Project (C-SIP)**, a coalition of human service agencies, local funders, and the University of Nebraska-Lincoln Public Policy Center. C-SIP's goal is to develop strategies that address needs identified in the Human Services 3-Year Comprehensive Plan.



Quick Nick's Snappy Lube, adjacent to the Haymarket area, used the Façade Improvement Program for a new-old look.



O Street Carpet "facelift" through Façade Improvement Program



Community Development Strategy

Economic Development

Job creation, vital neighborhood business areas, workforce development and the development of supportive policies and institutions are economic development goals. To move forward on these goals, Urban Development:

- ◆ Funded the creation of **106.4 full time equivalent jobs** (FTE's), assisting 191 individuals, of which 80% were low-to-moderate income (LMI) persons.
- ◆ Processed new loan projects that will create 92 FTE's when completed.
- ◆ **Leveraged nearly \$8,185,000** in private investment using a total CDBG job creation investment of \$255,000.
- ◆ Helped fund Community Development Resources of Lincoln (formerly SELF), providing **loans to 17 micro-enterprise entrepreneurs/businesses**, 14 of which were LMI entrepreneurs/businesses, for a total of \$178,000.
- ◆ Completed **7 façade improvement projects** that included ten buildings, 9 of which were located in the NRSA.
- ◆ Provided **employment and training services** through the Workforce Investment One Stop Career Center, for 384 adults. Of these, 93% were low-to-moderate income persons, 19% were from a minority population and 20% were female heads of household.
- ◆ Helped 88 recipients with **employment, training, and transitional assistance** using Temporary Assistance for Needy Families funds (TANF).

Job Creation projects completed in FY02 included **Cabela's** and **Corpnet Security**. Façade Improvement projects completed in FY2002 included **Studioville** in the University Place neighborhood; **Nebraska Mattress**, **O Street Carpet**, **Quick Nick's Snappy Lube**, and the **Parrish Building** in the downtown area; **Haymarket Antique Square** and the **AR720 Building** in the Haymarket area.



Neighborhood Revitalization

Neighborhood revitalization goals include focus area improvements, removal of blighting influences, and development of supportive policies and institutions. To make progress on these goals, Urban Development often used additional funding sources. In the past year, Urban Development completed:

- ◆ **Lighting improvements in North Bottoms** neighborhood along Charleston Street,
- ◆ **Lighting in Hayward Park**, also in the North Bottoms neighborhood, and
- ◆ Park improvements and a new playground in **Eagles View Park in the Arnold Heights** neighborhood.

A fourth project, the South 15th Street Mall lighting, had final payout in FY02 although all the work had been completed in FY01. In FY02, efforts continued on:

- ◆ Final design of **North Bottoms neighborhood signs**,
- ◆ Final design of the **Vine Street** project in the Malone neighborhood,
- ◆ Coordination assistance with two public utility projects in the South Salt Creek neighborhood including a new water main and trunk sewer, and
- ◆ Construction of the vehicular **overpass at 3rd and A Streets**.

Design was initiated on two new projects:

- ◆ **4th Street corridor improvements** including sanitary sewer, a trail, street paving and landscaping, and
- ◆ **Paving of 24th Street** in the Woods Park neighborhood, adjacent to Elliott Elementary School.

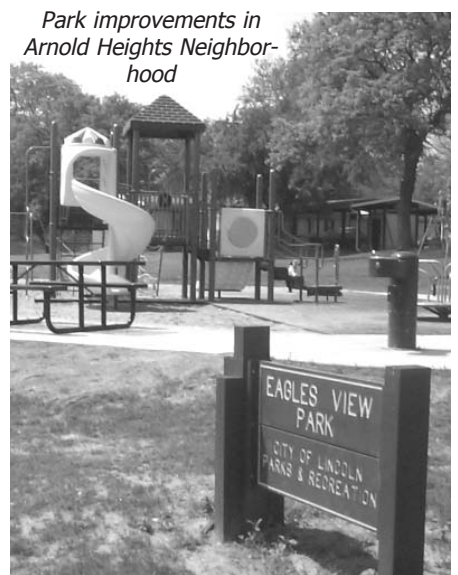
Funds were also used for:

- ◆ **Removal of dead or dangerous trees** for 20 low-income households in the NRSA.
- ◆ **Demolition of blighting secondary structures** for 3 low-income households in the NRSA.
- ◆ Support of the **Heart of Lincoln** project which works to increase home ownership in Lincoln's older neighborhoods, including: home tours, education classes for Realtors to inform them about revitalization projects, recognition for exemplary landlords, and an expanded website that provides neighborhood facts and links to homes for sale within the Heart of Lincoln area.

Urban Development also participated in a wide range of neighborhood revitalization activities, including:



Lighting improvements
in North Bottoms
Neighborhood



Park improvements in
Arnold Heights Neighbor-
hood

- ◆ On-going support of and involvement with the City's **Problem Resolution Team/Neighborhood Hotline**.
- ◆ Assisted with a study (completed in FY02) that identified the potential location of a **parking garage in the east downtown area**.
- ◆ Through the advocacy of a coalition of neighborhoods, the **Lincoln City Council approved assessment of impact fees** on new development. Impact fees are used to construct new infrastructure, and can help free up other funds to maintain infrastructure in older areas of the city.
- ◆ Research into development of a **property de-conversion program** to help reduce residential densities in older neighborhoods – through the Heart of Lincoln project.
- ◆ Participation in the **North 48th Street/University Place planning** effort, a partnership between the neighborhood, business community and Nebraska Wesleyan University. Results will include a Focus Area Plan and a transportation/community revitalization plan.
- ◆ Final design was completed for the **new Pentzer Park**, which includes vacation of Potter Street between 26th and 27th Streets, additional parking, and a new playground and ballfield.

The Antelope Valley Creek and Roadway project was a major neighborhood revitalization activity, involving:

- ◆ Completion of the **Blight and Substandard Determination Study** and continued work on the Redevelopment Plan which is expected to be completed in FY03.
- ◆ Creation of the **Housing Preservation and Infill Program** to assist interested residential property owners in moving their residential structures to a new site. It includes moving and rehabilitation of three historic houses.
- ◆ Completion of the **land use and marketing study** for the Antelope Valley redevelopment area.
- ◆ Construction of the **Northeast Community Park** at 3200 Baldwin, in the Clinton neighborhood and adjacent to the University Place neighborhood, with soccer and softball fields. The park is co-owned by UNL and the City, with UNL using it for intra-mural sports during the school year and the City using it during summer months.



The Heart of Lincoln's Home Tour spotlighted older houses in core neighborhoods.

- ◆ Continued work with the Antelope Valley design committee to review aesthetics and ensure amenities are completed adjacent to the roadway and creek.

Community Service and Facilities

Efforts to meet the needs of low-income residents through supportive human service programs and maintenance of neighborhood facilities have included:

- ◆ Awarding four non-profit human service agencies **\$39,540 in grants** to support case management, computer-training programs, and after-school enrichment programming.
- ◆ Continued progress toward realizing the **Northbridge Community Center** on N. 27th Street which will be a new neighborhood facility serving NRSA residents.
- ◆ Continued work on a coordinated case management system to better assist households who are struggling to become self-sufficient and to avoid duplication of services. The **Lincoln Continuum of Care decided to use Service Point software** to implement their HUD-required Homeless Management Information System (HMIS). The Center for Children, Families and the Law (CCFL) will serve as the lead agency for implementing Service Point.

Administration and Planning

Administration

To provide for the overall administration of federal programs the Urban Development Department prepares and manages the annual operating budget and program budgets, analyzes past and current year performance, provides revenue and expenditure oversight, and oversees subgrantee reporting. The department also monitors grant and loan recipients to ensure proper use of funds within federal regulations.

The Northbridge Community Center neared completion in FY02. (The ribbon-cutting ceremony occurred January 2004.)



Thirty-five attended Great Neighborhoods! leadership training sessions.

Planning and Capacity Building

Urban Development used Geographic Information Systems (GIS) and data from the US Census 2000 to analyze changes at the city and neighborhood levels. A map of the **new Low-Moderate Income (LMI) area** based on Census 1990 - 2000 data was created, thereby pinpointing areas on which to focus programs. GIS and city/county data were used to create accurate neighborhood data bases. GIS mapping provided accurate and easy-to-read images for many uses, including: housing rehabilitation, neighborhood reinvestment, fair housing, neighborhood health, and housing conditions.

The Urban Development Department is conducting an **Affordable Housing Needs Analysis** for the City of Lincoln. It will provide background information and direction for future plans. It contains information on population characteristics, an analysis of the supply and demand for housing by housing type and cost, a listing of available financial resources and an analysis of current housing policy. The advising committees identified concerns about homeownership, rental housing, equal access to affordable housing, and neighborhood housing.

Urban Development also worked to build community leadership capacity through **co-sponsorship of neighborhood leadership training** with the Heartland Center for Leadership Development. The workshop, comprised of eight week-end sessions, covered a wide range of topics. Of 35 participants, 27 (77%) represented 10 LMI neighborhoods.

Citizen Participation and Public Information

Public participation is encouraged by the City during the community development process. The primary mechanism for public input is the **Community Development Task Force (CDTF)**, which is an advisory group of 25 citizens, appointed by the Mayor to assist the Urban Development Department with planning, oversight, and implementation of the City's CDBG, HOME, and ESG programs. CDTF bylaws emphasize representation of low- and moderate-income neighborhoods as well as diverse racial and ethnic communities.

Every CDTF meeting is open to the public and accessible to the disabled. An interpreter is available on request for non-English speakers or the hearing impaired. Regular meetings of the full task force are held bi-monthly on the first Thursday of February, April, June, August and October and on the third Thursday of November. **Meetings are held in the second floor conference room of the Downtown Senior Center, 1005 "O" Street, at 4:30 p.m.** In FY2002, the task force aired two programs on local cable access Channel 5 highlighting planned and completed activities.

Neighborhood organizations are integral to the community development process. Neighborhood organizations can represent their residents by presenting concerns and needs at public hearings, during regular task force meetings and at the Mayor's Neighborhood Roundtable meetings. In instances where Urban Development staff are preparing and/or implementing projects in a neighborhood, neighborhood organization involvement is key to making the project successful.

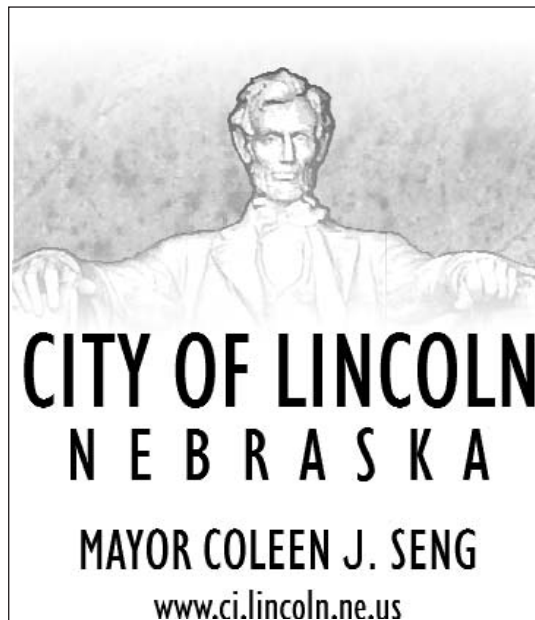
Other community and business organizations or groups are encouraged to participate in Lincoln's community development process, especially those serving the needs of low- and moderate-income people, the disabled, female heads of household, minorities or the elderly.

Urban Development keeps people informed about activities and programs in a variety of ways, including:

- ◆ **The Urban Page**, the department's quarterly newsletter, which is available by mail or on the City's Web page,
- ◆ Brochures describing housing programs and application forms, translated into Spanish and Vietnamese,
- ◆ Staff attendance at community events, such as the annual Hispanic Festival and the Mayor's Town Hall meetings, and
- ◆ Newspaper advertisements and public notices.

Urban Development publishes materials, often both in hard copy and on the City's Web site, including:

- ◆ The current **Annual Action Plan**
 - ◆ **Citizen's Guide to Lincoln's Community Development and Housing Programs**
 - ◆ **Consolidated Plan Executive Summary**
 - ◆ **Façade Improvement Program Guidelines and Application**
 - ◆ **Home Buyers' Guide to Government Loan Programs**
 - ◆ **Neighborhood Association How To's**
 - ◆ Neighborhood focus area plans for eight neighborhoods
 - ◆ **Strategic Plan for the Greater Lincoln Workforce Investment Board**
- Additional materials available from the City's Web site include:
- ◆ Current list of neighborhood association contacts, including email links and links to neighborhood Web pages where available.
 - ◆ Community Development Task Force membership list, meeting schedule, and minutes.
 - ◆ Mayor's Neighborhood Roundtable meeting schedule and notes.



If you would like more information about anything discussed in this **CAPER Executive Summary**, please contact the Urban Development Department by whatever means works best for you:

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